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MEMORANDUM FOR: Director, Office of Research and Intelligence, USIA

SUBJECT: Review of Activities of Collection and Liaison Division

A few weeks ago you requested me to undertake an informal review of the activities of your Collection and Liaison Division. It was your feeling that the assignment of a new division chief might be also the occasion for such other changes in the division as might be desirable. You also expressed a particular interest in the functions of the Requirements Branch of the Division. Because of the brief time available, the conclusions and recommendations given below are based on impressions rather than upon the systematic gathering and analysis of facts.

In the following paragraphs are summarized views on the Division as a whole, and on its individual branches, together with specific recommendations, where appropriate. The specific recommendations are also gathered together in Tab A.

Collection and Liaison Division

With regard to the Division as a whole, I have the impression that it is passing through a cycle of growth common to most collection organizations. At the time of creation of such an organization, the most immediate and pressing task is to establish the necessary contacts, make the necessary arrangements, and create the pipe lines through which intelligence can flow. This is a complex and time consuming task which has now, I believe, been accomplished most successfully by the Division. The task now confronting the Division is to regulate the flow of intelligence through these pipe lines so that the components of USIA receive what they want but only what they want. The stage has now been reached in the growth of the Division when there is danger of too much paper coming in through the established channels. This excess of paper has the effect both of tying down research analysts time in trying to read and digest all of the daily take, and on the other hand, forcing operating officials, who have other primary responsibilities, into ignoring the whole mass of material, including those items in the mass which would be helpful and useful to them.

Within the Division, the emphasis and point of maximum effort has changed from the liaison function to that function called for convenience "requirements". By "requirements" is meant the function of ascertaining and defining the needs of USIA for raw and finished intelligence, and the fulfilling of these needs through the channels established and maintained by the liaison personnel or by other arrangements stemming from the activities of the Division. There is one aspect of this function which, among the collection components of the intelligence community, is unique to the Collection and Liaison Division. This is the inclusion in the function of finished intelligence. It was, of course, a fundamental concept of the [redacted] report that USIA would make maximum use of the

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intelligence produced by the IAC agencies, particularly State, and that every effort should be made to arrange for the coverage in such intelligence reports, of aspects of interest to USIA. However, the [redacted] report, in defining the proposed functions of the divisions of IRI, did not clearly delineate or discriminate between the responsibilities of the "Intelligence Acquisition and Dissemination Division" and the Research Division with regard to the identification and definition of USIA needs for finished intelligence and the steps necessary to meet these needs to the extent possible from the IAC agencies. The same uncertainty and duplication exists in the DDI functional statement in USIA's Organizational Manual. The obvious solution to this problem is to assign the responsibility for determining and defining USIA needs for finished intelligence, and the concomitant responsibility for arranging to meet these needs to the maximum extent by or through the intelligence research of other agencies, to one or another of the divisions concerned in IRI. However, I do not believe that such action would provide the best solution. Both divisions, IRI/P and IRI/C, have an interest in and can make a real contribution to meeting this need of USIA.

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I recommend, therefore, that IRI/P and IRI/C make intensive and continuous efforts to keep each other informed and to collaborate both in defining USIA needs and in arranging for their fulfillment. While IRI/C, by nature of its continuing contacts with State and other IAC agencies will probably carry the major burden in negotiating for the fulfillment of USIA need for finished intelligence, the personal contacts of IRI/P analysts with those of other agencies, and the rapport which exists between one research unit and another, provide an effective vehicle for attaining the same objectives.

I believe it is also desirable that you, as Director, devote particular attention to fostering and ensuring coordination and collaboration between IRI/P and IRI/C on this matter.

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Responsibility for defining and correlating those USIA needs which can best be met by external research is, both in the [redacted] report and in the IRI function statements in USIA's organizational manual, assigned to the External Research Division. It appears that in fact the External Research Division concentrates its attention on various types of public opinion polls and surveys, while IRI/C assumes responsibility for other types of external research. This division of labor is, I believe, justified by the uniqueness of the information resulting from public opinion research, which warrants the assignment of a division to this task. Other types of external research, however, deserve careful and concentrated attention. Although relations between the two divisions are presently mutually cooperative and cordial, it would be desirable to define, at the time of the next revision of functional statements the respective responsibilities of IRI/C and IRI/R in the field of external research. It would be highly desirable to assign an additional slot and qualified person to the Requirements Branch, IRI/C to devote adequate attention to the USIA needs for external research and methods of meeting such needs.

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Requirements Branch

The term "Requirements" occurs frequently among the titles of organizational units in the intelligence community. Despite this frequency there appears to be no commonly accepted concept to which the word "requirements" applies. The functions which the Requirements Branch of IRI/C is attempting to carry out are as follows: (a) to ascertain, define, and correlate the needs of elements of USIA for raw and finished intelligence; (b) to arrange for the fulfillment of these needs in a systematic manner, from available sources. The term which perhaps comes nearest to embracing these functions is "collection". It is therefore recommended that the branch be known as the Collection Branch.

The tasks confronting this branch are formidable, and critical to the success of the Division as a whole, particularly at this stage in its growth. The branch evidently has already a record of achievement which provides a basis for further accomplishment. Listed in Tab E are those achievements of the branch which seem to be worth your noting.

Because of the organization of USIA, (both on a geographic and media basis) the branch must be so organized as to deal with both types of consumers, as well as with sources which usually operate on a geographic basis. The number of personnel presently assigned to the branch is not adequate to meet this need, and the addition of at least one person is a matter of urgency. I suggest that this problem be solved by transferring (to the Requirements Branch) the person or slot now allocated to State liaison in the Liaison Branch. It appears that in reality the Requirements Branch is already engaged in close and extensive contact with State, so that the added function will not materially increase the work load of the branch but will provide the necessary added person.

As indicated in Tab E, the branch has accomplished or initiated a number of projects which provide a good beginning in its basic task. However, the branch must now devote consistent and sustained effort to these projects and programs, in order that they may produce continuing and effective results. In the past, the Branch has been given a number of unrelated ad hoc tasks which have to some extent interfered with its basic tasks. The Chief and Assistant Chief of the Division should make every effort to avoid assigning ad hoc and unrelated tasks to the Branch. In some cases, such tasks can be assigned to liaison personnel; others can best be done by the Chief or Assistant Chief themselves.

Similarly, the Dissemination Branch should look to the Division Chief or Assistant Chief for guidance or the solution of specific dissemination problems, rather than to the Requirements Branch.

The Branch seems to have done an excellent job in modifying and orienting MIS production to be of maximum benefit to USIA. A similar effort to influence the non-MIS research of both State and CIA would seem to be desirable, and was apparently envisaged in the [redacted] report. This matter should be given increased attention, by the Requirements Branch. It should be recognized that success in this direction may necessitate activity on the part of the Division Chief as well as yourself as Director of IRI.

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Liaison Branch

As indicated above, it is recommended that the person, slot, and function of liaison with State be transferred to the Requirements Branch. The two remaining individuals in the Liaison Branch are competent and conscientious, and are capable of taking on a higher level of liaison and staff responsibility. I recommend that the Division Chief make a continuing effort to place increasingly higher level of such responsibility on these two individuals. The Chief will thus relieve himself of some burden, and have additional time to devote to internal IRI and USIA problems.

Dissemination Branch

This branch seems to function in an excellent manner. As recommended above, it should look to the Division Chief for guidance and solution of problems, rather than to the Requirements Branch. Because of the serious danger of transmitting an excess of paper to recipient elements of USIA, the Dissemination branch should be increasingly rigorous in limiting or eliminating distribution of items of dubious value. It should at all costs avoid the attitude that because a document has been received in a given number of copies, it must be distributed to the same number of recipients.

I hope the comments and suggestions outlined above may be of some use to you. One final point I should like to make: during this brief review I have been extremely impressed by the quantity and quality of the work performed by a unit of only 18 people. It is superior in most respects to the work performed by many similar units of much larger size in the community with which I am familiar.

T. M. Nordbeck

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